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ABSTRACT

In recent years, the Illinois State Board of Education engaged in a series of special studies on all aspects of the State's public schools. The major part of this report describes eight fundamental problems in Illinois elementary and secondary education, as identified by the Board through its studies, and the actions which have been proposed in response to these problems. Areas covered are (1) the purpose of schools, (2) student learning, (3) school district accountability, (4) equal educational opportunities, (5) quality of educational personnel, (6) dropouts, (7) education for employment, and (8) school finance. An appendix consists of a statistical profile of the 1982-83 school year. Included are data on financial resources; State, local and Federal funds; school districts by type and enrollment; public school attendance centers; public school buildings; public school enrollment comparisons; public school enrollment changes by county; public school enrollment by racial/ethnic distribution; nonpublic enrollment by affiliation; nonpublic enrollment comparison; absence rates by type of district; dropout data by grade level; bilingual education; vocational education enrollments; public school staff; teacher certification trends; and teacher supply and demand. (GC)

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FOCUS ON REFORM:

STATE ACTION TO IMPROVE SCHOOLING IN ILLINOIS

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January 1984

Annual Report of the Illinois State Board of Education

FOCUS ON REFORM:

STATE ACTION TO IMPROVE SCHOOLING IN ILLINOIS

January 1984

Annual Report
Illinois State Board of Education

Walter W. Naumer, Jr., Chairman
Illinois State Board of Education

Donald G. Gill
State Superintendent of Education

January, 1984

Citizens of Illinois:

During the past year the quality of our nation's schools has been sharply criticized. More than twenty national commissions and study groups have issued reports identifying serious inadequacies in our educational system and warning of the peril this situation poses for our welfare as a nation. In turn, each of the fifty states has set about examining its own educational system, and numerous groups have organized additional studies. From every side there have been calls for educational reform and suggestions regarding what these changes should be.

To a great extent, these criticisms of the schools are a reflection of the traditional American commitment to education. Because we have believed so deeply that the schools could do almost anything, we are disappointed and frustrated when we find that may not be true. As we review the numerous educational reports and recommendations, it is important that we remember the many extraordinary accomplishments of our educational system and realize that our reforms will be built around and upon a solid foundation.

Having said that, it is equally important that we examine what these criticisms mean in Illinois. What are our problems and what ought we to do about them?

For the last three years, the State Board of Education has been engaged in a series of special studies which have addressed virtually all aspects of our schools, from their curriculum and services to the ways in which they are funded. Although these studies were initiated well in advance of the national commission reports as part of the Board's statutory responsibility to "analyze the present and future aims, needs and requirements of education in the State of Illinois," the results provide a uniquely in-depth, data-based perspective on the need for educational reform in Illinois. It is a perspective which we believe should be shared.

We have, therefore, modified the format and character of this *State Board of Education Annual Report* to focus on the actions which the Board believes are necessary to improve schooling in Illinois. Although the statistics about teachers, students and programs which have traditionally been a part of the *Annual Report* have been retained, they have been placed in an appendix. The major part of this report describes eight fundamental problems in Illinois elementary and secondary education, as identified by the Board through its studies, and the actions which have been proposed in response to these problems.

As you review these proposals, the following points should be kept in mind.

- This report does not encompass all problems related to our educational system, nor all of the studies conducted by the Board. We have tried to focus this document on those issues which are of fundamental importance to the improvement of student learning.
- The Board has not taken a position on all of the proposals described in this report. Because the studies are at differing stages of completion, it was necessary in some cases to include proposals which are still being considered by the Board. We have tried to clearly indicate the status of each proposal.
- The format of the report is deliberately succinct so the reader can get an overview of the reform proposals. However, full reports related to each of the issues are available upon request.

We are at a critical juncture with respect to elementary and secondary education in Illinois. At one extreme, we can wring our hands and enact a few catchy reforms which won't really change very much. At the other extreme, we can acknowledge the magnitude of the challenge and devote our time, energy and financial resources to achieving the kind of changes which will make a difference for our students. Since education is truly everyone's future, there is only one acceptable choice: a full commitment to meaningful reform.

We invite you to join those of us on the State Board of Education in our continuing efforts to improve schooling in Illinois.

Sincerely,

Walter W. Naumer, Jr.

Walter W. Naumer, Jr.
Chairman

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State Superintendent of Education

"If We Could First Know Where We Are, and Whither We Are Tending, We Could Better Judge What to Do and How to Do It."

Abraham Lincoln
Springfield, Illinois
1862

INTRODUCTION

Illinois students are not learning as well as we would like them to. During the past decade it has become increasingly clear—through formal assessment measures such as achievement and college aptitude tests and through informal measures such as post-secondary school performance and employer satisfaction—that the gap between societal expectations and demands and the learning achievements of our students is significant. Far too often, Illinois students are unable to apply general knowledge and skills in mathematics, science, grammar, reading, and writing or to demonstrate complex knowledge and skills in these areas.

The reasons for this circumstance are extremely complex. Our students live in a rapidly changing world in which knowledge is expanding at an incredible rate; our social institutions—including the family—are experiencing major alterations; and many of the most influential factors in the environment—television, for example—often seem to support behaviors which are detrimental to the learning process. It would be very wrong, therefore, to simply blame the schools for failing to teach our young people as much and as well as we would like and to assume that if we can find the right set of actions to "fix" the schools, all will be well. It just isn't that easy.

On the other hand, there are several aspects of schooling which are contributing to the inability of our students to meet expectations and which demand our attention. In the pages which follow, the State Board of Education has attempted to identify these problem areas and the kinds of reform efforts which could lead to significant improvements in schooling in Illinois.

These proposals share two important characteristics:

- they focus on aspects of schooling which have a reasonably direct relationship to student learning; and
- they focus on aspects of schooling over which the State can exert an influence.

Student learning is a highly individualized process, and it would be impossible to legislate student achievement or the attainment of excellence. The role of the State is to establish those conditions—ranging from the provision of adequate financial resources for the operation of the schools to the establishment of laws and regulations governing what is taught and by whom—which make it possible for local schools, in all their desirable diversity, to do the best possible job of educating their students.

The following State actions to improve schooling in Illinois should be the focus of our reform.

PROBLEM A

The State Has Not Clearly Defined What It Considers to Be the Primary Purposes for Schools.

Over the last 150 years, schools in Illinois have been assigned, both formally and informally, an ever-expanding list of responsibilities. While some of these are directly related to the traditional responsibilities of schools, many are the result of societal pressures or expectations. According to a 1982 State Board study of instructional program mandates, "As problems of the moment arose, there promptly followed either an admonition (guideline) or statute urging or requiring schools to do something about them."

The result is a hodge-podge of requirements, both in regulation and statute, that do not present a clear, comprehensive picture of what the State believes are the most important tasks of schools.

Moreover, even though more and more responsibilities have been assigned to schools, the minimum school day and school year the State has required to meet these responsibilities have remained relatively constant. Over the years it has become apparent that, given the number of requirements and expectations placed on schools and the increasingly insufficient amount of time available to address them, changes must be made with regard to the schools' primary responsibilities, or the amount of time required for schooling, or both.

ACTION PROPOSED

- **A Definition of Schooling Should Be Developed to Serve as a Guide for Determining Education's Priorities Now and for the Future.**

  The State Board of Education has developed a draft, working definition of schooling which it believes could be used as a guide for decision makers at every level as they consider changes related to education. The following proposed definition, which will be subject to public discussion before final Board adoption, attempts to focus on the primary purpose of schools and also acknowledges the relationship of "schooling" to education, to schools as institutions, and to other social agencies.

  1. Schooling is a formal process which has as its primary purpose the systematic transmission of knowledge and culture, whereby children learn in areas fundamental to their continuing development.
  2. These fundamental areas of learning are the language arts, mathematics, sciences, social sciences (history, government, geography, and economics), the fine arts, and physical development and health.
  3. Although schools have a shared interest with other agencies and institutions in the education of children and youth, these shared responsibilities, as important as they may be, are subordinate to the primary purpose of schooling.

- **The State Should Extend the Minimum School Day from Five Hours to Seven Hours, with Five Hours Set Aside Specifically for an Academic Core of Instruction.**

Over the years, according to State Board research, less and less time has been spent on what has historically been the important academic core of instruction: mathematics, sciences, language arts, social studies, and foreign languages. Today, nearly half of the school day in Illinois high schools is spent on areas other than those core academic areas.

Unless or until there is some decrease in the nearly limitless responsibilities assigned to public schools, some way must be found to ensure that there is sufficient time available for and devoted to the core academic areas. A proposal currently under consideration by the Board would do this by changing the State requirements for the length of the school day to require seven, rather than five, hours of instruction. It would also require that a major part of the day—five hours—be set aside for instruction in the core academic areas. The two remaining hours could be used for other subjects and to provide necessary services to students.

- **The State Should No Longer Require School Districts to Offer Driver Education.**

  During its study of the driver education mandate, the State Board concluded that, although there is a compelling State interest in promoting traffic safety, classroom and behind-the-wheel driver education "...may be only marginally effective or even marginally ineffective" in its contributions to traffic safety. Based on that information and other considerations, the State Board recommends repealing the requirement for schools to offer driver education. Driver education is basically an early licensing service program, according to the Board study, and the law should also be changed to make such early licensing provisions the responsibility of the Office of the Secretary of State.

  For school districts that wish to continue offering driver education, the Board recommends that an "appropriate" level of State aid be available to them. In addition, the Board proposes that the Governor form an interagency commission to investigate effective traffic safety measures and recommend allocation of State funds to implement those measures.

- **State Requirements for the Time Spent on Physical Education Should Be Modified.**

  The State Board studies of the physical education mandate and the instructional program mandates found that the State has a compelling interest in a physically fit citizenry, that physical development and health is one of the fundamental areas of learning for which schools should be responsible, and that State law should identify what students should know and be able to do as a consequence of instruction in this area. However, until the system of State requirements related to the desired outcomes of schooling can be put into place (see Problem B), the Board proposes that the time requirements for physical education instruction be modified.

  An analysis of course offerings in Illinois schools for 1981-82 showed that a larger percentage of time during the instructional day—17.2 percent—was spent on physical education and health than on any other subject. The present requirement for daily physical education in grades K-12 takes away from the time available for other coursework, particularly in grades 11-12 where students try to concentrate time and effort on courses that are important to their lives after graduation. The Board has therefore proposed that, until the new system of outcome-based requirements is adopted, physical education should be required for students only through grade 10. During these grades, the frequency and amount of time for physical education instruction should be "compatible with the optimum growth and development needs of individuals at the various grade levels." Physical education should continue to be available as an elective to students in grades 11-12.

PROBLEM B

The State Has Not Clearly Outlined Its Priorities for What Students Should Learn as a Result of Their Schooling.

Illinois law identifies several specific subjects or courses which schools must offer and students must take. However, the laws have been virtually silent on traditional areas of instruction such as mathematics, language arts and science, and there are almost no references to what students are expected to achieve. Overall, the State's laws neither contain a full instructional program, nor do they address what students should know and be able to do as a consequence of their schooling.

As a result of its Instructional Program Mandates Study, the State Board has concluded that the quantity of coursework taken by students is not an appropriate measure of student learning. Rather, the State should demonstrate its compelling interest in an educated citizenry by putting into law an entirely new system of State requirements related to student learning, which would do the following:

- identify what the State expects students to at least know and be able to do as a result of their schooling;
- allow local school districts to organize their instructional program to ensure that students achieve these desired outcomes;
- hold districts accountable for student learning.

ACTION PROPOSED

- **A Set of Clearly Stated, Broadly Defined Outcome Statements Should Replace Current Course Requirements in** *The School Code.*

  State law should define, through outcome statements written in broad, generally timeless terms, what students should at least know and be able to do as a result of their schooling. These statements should focus on at least six fundamental areas of learning—language arts, mathematics, sciences, social sciences, fine arts, and physical development and health—and should represent what the State believes is minimally necessary for an educated citizenry.

  The proposed outcome statements would not limit what schools do; in fact, it would be expected that local districts would identify additional expectations for students which are representative of their individual communities' goals and desires.

  At the direction of the State Board of Education, the State Superintendent has convened an 85-member committee of business executives, professional educators, local school officials, and parents to assist in the development of these outcome statements. Chaired by Dr. John Corbally, President of the MacArthur Foundation and President-Emeritus of the University of Illinois, this committee recently presented its recommendations to the State Board of Education. Following public comment about the draft statements, the State Board will seek legislation to substitute the statements, in final form, for the course requirements currently in the law.

- **Local School Districts Should Be Required to Develop Objectives Consistent with the Statutory Outcomes and an Appropriate Curriculum to Ensure That Students Meet the Local Objectives and State Outcomes.**

  Local school districts are in the best position to determine how the instructional program should be organized so that students meet the requirements established by law. To implement the proposed new system of State requirements related to student learning, the Board proposes that school districts be required to develop specific objectives, consistent with the outcome statements, that would address local needs and circumstances. Districts should then be given the responsibility and flexibility to determine what courses should be taught and when, what learning activities students should be involved in, and what other learning activities should be made available.

  The State Board of Education should establish criteria and guidelines for the local district objectives and, upon adoption by each local district, approve them for their consistency with the outcome statements. The Board should also provide local school districts with technical assistance.

PROBLEM C

The State Has No System or Methods for Ensuring That Local School Districts Are Accountable for Student Learning.

There are currently several ways to evaluate the performance of Illinois public schools: periodic State Board checks on whether or not required courses are offered and taken, the subjective judgment of parents and community members in each school district, and testing programs such as the SAT and the ACT. However, none of these methods systematically addresses the question of how well all students are achieving or how well schools are helping students to learn.

As a result of its Instructional Program Mandate Study, the State Board of Education has concluded that as a part of the proposed new system for State requirements related to student learning, a method must be established for determining how well students are meeting the State's learning outcomes and local district objectives.

ACTION PROPOSED

- **Local School Districts Should Be Required to Measure How Well Students Are Learning.**

  The State Board proposes that each school district be required to use a variety of tests and other measurement tools to regularly assess how well students are learning. In particular, the assessment should focus on how well students are meeting the outcome statements and local objectives.

  The State Board should be responsible for assisting school districts in developing an appropriate local assessment system and for approving those systems as consistent with the outcome statements and accepted assessment practices.

- **Each School District Should Annually Report Its Assessment Results to the Public and Also Identify Problem Areas Where Changes in the Curriculum Are Necessary to Help Students Learn Better.**

  The State Board believes that student achievement information obtained through the required assessment program should be used by local school districts to modify their instructional programs in areas where students may not be meeting the desired outcomes. Public reporting of achievement information would give local communities and the State a clearer picture of how well students are achieving and being served by the schools. The Board is therefore proposing that a process for reporting and using assessment results be made a part of the proposed new State requirements related to student learning.

PROBLEM D

Access to Appropriate, Equal and Equitable Educational Opportunities Has Not Yet Been Ensured for All Illinois Students.

Although both federal and State laws protect the civil rights of all people and specifically prohibit any type of discrimination, appropriate, equal and equitable educational opportunities are still not available to all students. The State has taken action to ensure that elementary and secondary students have access to such educational opportunities; these actions have included legislation requiring special education and bilingual education, the Armstrong Act which requires school districts to prevent or eliminate racial segregation when assigning pupils to schools, and the appropriation of State funds for economically disadvantaged students.

Despite these efforts, however, recent studies undertaken by the State Board have identified aspects of the educational system which continue to cause concern and thus require additional attention.

- Enrollment statistics in some school districts, buildings, and programs show isolation and separation of students by race and/or sex.
- The mandate to provide bilingual education services does not apply to, nor provide State funds for, all students who may need those services; it applies only to students in schools having 20 or more students with the same language background.
- Parents of students who may need special education services are not always aware of the rights and opportunities available to them and their children.

At the conclusion of its major study of Equal Educational Opportunity in the 80's, the State Board determined that a concern for equal educational opportunity cannot rest on past accomplishments or be a sometime, fragmented thing. It requires a continuous, coordinated examination of our educational system and a strong commitment to eliminate barriers that prevent student access to appropriate, equal and equitable educational opportunities.

ACTION PROPOSED

- **The Public Should Be Made Aware of Statutory Provisions for Reporting and Correcting Alleged Segregation and of the Availability of Programs for Students with Special Needs.**

  Persons who believe that segregation exists in a public school have the right under Illinois law to report the situation and attempt to get it corrected. State law also authorizes the State Board of Education to investigate and conduct hearings when it has reason to believe that unlawful discrimination has occurred. The State Board has directed that procedures be developed for implementing the Board's responsibilities in relation to segregation and that information about the laws and these procedures be widely distributed.

  The Board has also directed that additional efforts be made to make the public aware of the opportunities available for handicapped children, as well as their rights and the rights of their parents under the law. Now in its third edition, the State Board's publication *A Parent's Guide: The Educational Rights of Handicapped Children* spells out parents' rights in securing special education services for children, the evaluation and placement processes, and the due process system for appealing decisions. More than 500,000 copies of the handbook's earlier editions have already been distributed, and 200,000 copies of the current edition will be distributed in both English and Spanish.

  In addition, the Board also sponsors Project Reach. It uses public service announcements, a toll-free phone number for information and referrals, and local civic and parents' groups to inform parents and guardians about the importance of early identification of physical and learning handicaps in children. Persons who request information or assistance are referred to the special education director in their area.

- **The State Board of Education Should Establish a Means for Systematic and Ongoing Attention to Equal Educational Opportunity Issues.**

  Consistent with this Board position, which resulted from the study of "Equal Educational Opportunity in the 80's," the Board has established in its bylaws a standing EEO Task Force. This group is charged with continuing responsibility for considering policy issues related to equal educational opportunities in Illinois.

  In addition, the State Board of Education has directed the state education agency to establish an EEO Coordinating Council. This council is responsible for developing and implementing all EEO/civil rights policies and programs, including coordinating agency civil rights compliance activities, EEO-related assistance to local school districts and civil rights training for State Board staff.

- **State Laws Which Fail to Ensure Students' Access to Educational Programs Appropriate to Their Needs Should Be Modified.**

  A State Board study of the bilingual education mandate showed that school districts are required to provide services to students with limited proficiency in English only in a school with twenty or more students of a common language background. The study also showed that schools are eligible for State reimbursement only if the programs they provide are of a specific type called "transitional bilingual education." The Board has concluded that the law should be modified to require that *all* students with limited English proficiency be provided with services consistent with their needs and that state reimbursement should be provided so long as the program is designed to develop the students' proficiency in English while simultaneously ensuring that they progress appropriately in the academic areas.

PROBLEM E

A Growing Concern about the Quality of Educational Personnel in Schools Is Intensified by the Fact That the State Is Unable to Attract the "Best and Brightest" Students into Education Careers.

Information gathered from high school seniors participating in the *High School and Beyond Study* indicated that students who expressed interest in becoming teachers had scored lower on such tests as the ACT and the SAT precollege exams than students who said they were interested in entering other professions. Research by State Board staff for *A Study of the Quality of the Preparation and Performance of Illinois Educational Personnel* indicated that problems related to the quality of educators can be categorized into four areas.

* **Recruitment into college or university education programs.** There are neither economic incentives nor a state-level, comprehensive program to find and recruit talented individuals into preparation programs for education careers.
* **Assessment in preparation programs.** As a group, the State's teacher education institutions have not set admission and retention standards that are difficult enough to demand excellence in students' academic and practical performances. In addition, there are no formal methods for determining whether a student who graduates is truly qualified to be employed by a local school district.
* **Assessment of personnel by local school districts.** Not only do most local school districts lack comprehensive recruiting and hiring procedures, many do not have written criteria for evaluating educational staff who are not classroom teachers and do not rigorously evaluate probationary (nontenured) staff nor extend the probation period when necessary.
* **Staff development.** There is a statewide lack of continuing education programs that respond to particular school district needs or provide educators and administrators with knowledge and skills necessary to improve their own performances. There is "little or no support" for brand new educators, for people re-entering the profession after extended absence, or for staff members who are new to a district.

The Quality of Personnel Study, completed in the spring of 1983, also outlines a series of recommendations, discussed in the Action section which follows, that offer solutions to the problems posed above. The study has been the subject of public hearings conducted statewide, and subsequent to the presentation of the State Superintendent's final recommendations, the State Board will take final action on the proposals.

ACTION PROPOSED

- **The State Must Provide Economic Incentives and Encourage Help from Businesses and Communities to Attract Capable and Talented Individuals, Particularly Minority Students, into Teaching and Other Education Professions.**

  The Quality of Educational Personnel Study recommends improving teachers' salaries, especially in ways that would help retain experienced teachers, and establishing scholarships for persons studying to teach in subject areas where shortages exist. In

addition to garnering community support with an information campaign to emphasize the indispensable role of teachers and other educators in society, the study also recommends involving businesses and industries in assisting teachers not only with school-related projects, but also with their professional development.

Also proposed is a statewide program that would focus on recruiting minority students into education professions and both minority and female educators into administration programs.

- **The State Must Not Only Establish Tougher Standards for Admission and Retention into Preparation Programs for Educators, It Must Also Annually Evaluate the Quality of Graduates from Those Programs.**

  The Quality of Personnel Study's proposed recommendations call on the State Board of Education, in conjunction with the Illinois Board of Higher Education and individual teacher education institutions, to establish, by June, 1985, "more rigorous and uniform standards for admission into and retention in all programs—graduate and undergraduate—leading to certification." At the same time, the State Board should ask its State Teacher Certification Board to create an annual program to assess the candidates that Illinois colleges and universities have recommended for certification.

- **The State Should Require Local School Districts to Devise a Written Plan for Regularly Evaluating All Personnel and Help Districts Develop Recruiting and Hiring Procedures to Ensure They Employ the Best Candidates.**

  The evaluation plan should guarantee each teacher and other certificated staff member at least one written evaluation every year and each probationary (nontenured) staff member four written evaluations annually.

  To improve local recruiting and hiring practices, it is proposed that the State Board help school districts determine appropriate job qualifications, develop procedures (e.g., interview instruments, job-related exams) for evaluating prospective employees, and also refine its own placement service to better compile information about vacancies and the availability of laid-off teachers.

- **The State Should Require School Districts to Create a Three-Year Plan for Staff Development and Should Also Provide for Additional Funds and Time for Such Programs.**

  The proposed three-year staff development programs should pay particular attention to not only the needs of teachers already on staff, but also to the needs of new or re-entering teachers, principals and other administrators. Such programs would include a "Program for Supporting Beginning and Re-entering Educational Professionals" which the State Board should help develop. Staff development programs for principals—inservice programs focusing on The Principal as Instructional Leader, and a Principalship Academy to provide professional development services—are being developed by the State Board to assist local districts.

  To further aid local efforts to improve staff, the study recommends that the State Board should seek legislation to 1) require educational staff to prove they successfully completed district staff development programs in order to renew their certificates, 2) allow districts to count an additional five half-days of staff development as official school days, and 3) increase certificate registration fees paid by educators to provide additional funds for continuing education programs.

  In addition, the State Board/Board of Higher Education Joint Education Committee should complement local continuing education efforts by determining policies that would require public universities to assist school districts with staff development activities.

PROBLEM F

Despite the Fact That a High School Diploma is Essential for Most Aspects of Life in Contemporary Society, One-Fourth of Our Students Drop Out of School and, for the Most Part, Lose Contact with the Educational System.

A significant majority of employers, including the military, now require that prospective employees have a high school diploma. However, one-fourth of Illinois students who enter high school drop out before graduation, taking advantage of a State law which gives the students the unilateral right to drop out of school when they reach age 16. In no other area of their lives are young people allowed to make such an important decision on their own.

Unfortunately, dropping out of school too often seems to be the only option for those students for whom the traditional education programs are not working and for those students who are not able to continue full-time schooling for personal or family reasons.

There are relatively few alternative means for pursuing a high school diploma or its equivalent, and the laws and regulations regarding those programs which do exist present a variety of obstacles to participation, ranging from age of eligibility to the amount of time required. Students are not encouraged to continue their education in ways that are appropriate to their unique circumstances.

ACTION PROPOSED

- **The Law on Compulsory Attendance Should Be Modified to Require That Parents or Guardians Are Legally Responsible for Causing Their Child to Receive Instruction in the Branches of Education until the Student Has Either Reached Age 18 or Received a High School Diploma or Its Equivalent.**

  This proposal, which is under consideration by the State Board, would extend the length of time that parents are responsible for their children's education, as well as affirm the critical importance of continuing students' educational progress toward a high school diploma.

- **Optional Educational Opportunities Should Be Developed and Made Available for Students between the Ages of 16-18 Who, with Their Parents' Concurrence, Want to Leave the Regular Educational Program.**

  In recognition of the fact that the regular educational program and/or full-time schooling may not meet the needs of all students, it has been proposed that optional learning opportunities be made available to that segment of the 16 to 18-year-old group. The options should include both part-time and full-time programs that would allow the student to maintain formal contact with education. This would require the elimination of barriers to participation in existing programs and the development of new alternatives. Students would then be allowed to take advantage of these opportunities after appropriate discussions among the student, parents, and school officials.

PROBLEM G

The Illinois System of Education for Employment (Career Education, Adult Education, Employment and Training, and Vocational Education) Is Inadequate to Meet Future Human and Economic Needs Because It Does Not Ensure Student Access to Programs Which Are Responsive to Labor-Market Demands and Rapidly Changing Technology.

Faced with rapid changes in technology and employment trends, local school districts have difficulty providing education for employment programs which keep pace with the job markets of today and tomorrow. Teachers do not have up-to-date training; programs do not have state-of-the-art equipment; and there are few meaningful relationships between education for employment programs and business and industry.

In addition, because there is very little coordination among the many agencies which plan and deliver education for employment programs, there is unnecessary duplication of effort (particularly in traditional vocational training areas) and gaps in service (particularly in training areas requiring sophisticated equipment or teacher-background and in programs for special populations such as out-of-school, unemployed youth and teenage parents).

ACTION PROPOSED

- **Planning and Delivery of Education for Employment Programs Should Be Coordinated on a Regional Basis.**

  Planning for education for employment programs should encompass an area of sufficient size to reflect the needs of a diverse labor market and should ensure reasonable student access to appropriate programming and the efficient use of resources. State Board staff are in the process of developing alternative approaches for ensuring coordinated planning and program delivery among the various agencies providing education for employment.

- **Priority Should Be Given to the Upgrading and Retraining Needs of Education for Employment Personnel, to Providing Students with Access to State-of-the-Art Equipment, and to the Development of Linkages between Business, Industry, Labor and the Schools.**

  Efforts should be made to develop creative arrangements between schools and the business, industry and labor communities, specifically in the loan of worksites and workers. Incentive grant programs should be used by the State to encourage such exchanges.

- **Special Programs Should Be Developed to Meet the Needs of Teenage Parents and Out-of-School, Unemployed Youth.**

  A public service initiative with a strong educational component should be developed for out-of-school youth who are unable to find employment. Teenage parents should be provided with education for employment programs which will provide an incentive for them to obtain a high school diploma and/or training for immediate employment.

PROBLEM H

The State Has Retreated from Its Responsibility for Financing Education and Has Failed to Provide Equitable Means for Distributing What Money Is Available for Schools.

Despite the fact that the 1970 Illinois Constitution assigns the State "primary responsibility" for funding elementary and secondary education, the burden for meeting the cost of education has shifted more and more to local property tax dollars. Since 1975-76, the State's proportional share of educational costs has dropped from 48.3 percent to 38.3 percent, while the burden on local property tax dollars has increased from 45.1 percent to 54.1 percent. Education's share of total State appropriations since FY 77 also decreased from 29.61 percent to 24.04 percent. At the same time, the current General State Aid Formula (the primary mechanism for distributing money to schools) has been changed so much since its creation in the early 1970s that it is no longer a fair way to divide up education funds.

Local property tax dollars are being stretched to the limit to cover shortages in State funds. Coupled with inadequacies in the way State funds are distributed, many needs of local school districts go unmet. The results are reductions in the quality and quantity of educational programs and services available to students. The solution proposed by the State Board is to substantially increase State funds for education and to reform the entire school finance system.

ACTION PROPOSED

- **No Time for Retreat: The State Must Reverse Its Trend of Providing a Declining Proportion of Financial Support for Education.**

  A statement entitled "No Time for Retreat," which was released by the State Board of Education in November, 1983, called on the State to increase funding for elementary and secondary education and to restore it as the State's top priority. "We have seen an unconscionable whittling away at support for public education in Illinois for some time now, and have also seen our warnings of its effects go unheeded. The time is past due for us to become righteously indignant and demand for our children that which our parents provided for us."

  In the months that followed, State Board members prepared and advanced to the Governor and General Assembly a "full needs" budget for elementary and secondary education. That budget, which will be considered by the General Assembly, reflects the belief that the State must provide funding for all the local education programs to which it is legally committed, and it must "reverse the downward trend in State support," especially the decline in the proportion of new dollars going to elementary and secondary education.

- **The State Should Reform Current School Finance Methods to Create a System That Distributes Adequate Levels of Funds to School Districts More Fairly.**

  In 1981, the State Board of Education initiated the *Illinois Public School Finance Project.* The study and its recommendations, which are currently under Board

consideration, focus on concepts of equity and adequacy—finding a process that will 1) "generate adequate revenue for education on a basis that is fair to taxpayers," 2) equitably "distribute available State funds for education in ways that are fair to school districts and students," and 3) encourage State and local accountability for the use of State and local education funds.

A "Resource Cost Model" (RCM) would be used to determine local school districts' financial needs—the costs (and differences in costs) of educational programs and services provided by each local district. Information from the RCM would be used in a new school aid formula created to distribute State funds to school districts based on their needs and on their levels of local wealth and tax effort.

CONCLUSION

Addressing the problems and actions proposed in this report will require time, resources, and commitment. The State of Illinois will need to be bold and far-sighted in its decisions; local communities will need to be partners in the change process; and throughout our efforts, we will need to ensure that all our students have equal and equitable opportunities for educational excellence.

Our obligation to our children and to the future of our society demands no less.

APPENDIX

STATISTICAL PROFILE OF ILLINOIS SCHOOLS
SCHOOL YEAR 1982-83

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School Finance: Total Resources
(000's of Dollars)

	ISBE Budget Recommendation FY 1983	State Appropriations FY 1983	ISBE Budget Recommendation FY 1984	State Appropriations FY 1984
Common School Fund				
Distributive Aid	$1,520,556.3*	$1,387,666.6*	$1,440,277.5*	$1,441,174.0*
Grants	5,250.0	5,250.0	5,411.0	6,147.4
Retirement	228,925.7	171,694.3	356,289.1	213,773.5
Total	$1,754,732.0	$1,564,610.9	$1,801,977.6	$1,661,094.9
General Revenue Fund				
Operations	$17,011.7	$15,893.8	$17,669.9	$16,500.0
Grants	442,163.4	421,346.4	465,694.8	453,753.8
Total	$459,175.1	$437,240.2	$483,364.7	$470,253.8
Driver Education Fund				
Operations	$346.5	$288.4	$299.4	$287.6
Grants	15,000.0	15,000.0	14,000.0	14,000.0
Total	$15,346.5	$15,288.4	$14,299.4	$14,287.6
Federal Funds				
Operations	$15,825.6	$16,387.2	$14,093.3	$13,861.9
Grants	422,386.8	419,986.8	419,007.5	423,575.0
Total	$438,212.4	$436,374.0	$433,100.8	$437,436.9
Total All Funds	$2,667,466.0	$2,453,513.5	$2,732,742.5	$2,583,073.2

**Includes General State Aid, Summer School, and Supplementals.*

State, Local, and Federal Receipts of Funds for the Common Schools
($ in millions)

Year	State	Percent State	Local	Percent Local	Federal	Federal Percent	Total
1983-1984	$2,236.00[b]	38.30	$3,164.00[a,c]	54.10	$442.00[b]	7.60	$5,842.00[c]
1982-1983	2,103.20	38.11	2,974.60	53.90	441.30	7.99	5,519.10
1981-1982	2,243.30	40.15	2,845.00[a]	50.91	499.60	8.94	5,587.90
1980-1981	2,328.10	43.13	2,596.00[a]	48.10	473.40	8.77	5,397.50
1979-1980	2,218.50	42.34	2,485.00	47.43	536.30	10.23	5,239.80
1978-1979	2,128.90	43.86	2,298.00	47.34	427.00	8.80	4,853.90
1977-1978	2,040.90	44.32	2,134.00	46.35	429.80	9.33	4,604.70
1976-1977	2,000.60	46.88	1,943.00	45.52	324.20	7.60	4,267.80
1975-1976	1,988.10	48.36	1,856.80	45.16	266.50	6.48	4,111.40

[a] *Includes estimated local real property tax revenues and corporate personal property replacement funds. Excluded are proceeds from the sale of bonds, investment income, sales of fixed assets and equipment, sales of food, and fees.*

[b] *Appropriated amount (includes educational funds appropriated to other state agencies, e.g., Department of Corrections, Capital Development Board).*

[c] *Estimate*

Number of School Districts by Type and Enrollment Fall of 1973 and 1982

	Total	25,000 or over	10,000 to 24,999	5,000 to 9,999	2,500 to 4,999	1,000 to 2,499	600 to 999	300 to 599	Less than 300
				Elementary School Districts					
1973	479	0	4	16	52	102	58	74	173
1982	435	0	1	7	33	100	60	76	158
				Secondary School Districts					
1973	136	0	3	16	14	35	17	14	37
1982	125	0	2	8	21	31	18	13	32
				Unit School Districts					
1973	441	3	14	20	38	136	120	102	8
1982	448	3	[illegible]	22	31	117	107	128	32
				Total Number of Districts[1]					
1973	1056	3	21	52	104	273	195	190	218
1982	1008	3	11	37	85	248	185	217	222

[1] *In 1973, three (3) nonoperating districts and one (1) Department of Corrections District increased the total number of organized districts from 1,056 to 1,060.*

In 1982, one (1) nonoperating district, one (1) Department of Corrections District and three (3) State-Operated School Districts increased the total number of organized districts from 1,008 to 1,013.

Number of Illinois Public School Attendance Centers

	Total	Elementary	Junior High	High	Other*
1973-1974	4,619	3,291	492	750	86
1982-83	4,343	2,806	588	735	214
Change	-276	-485	+96	-15	+128

**Special Education Facilities*

Public School Buildings*

Period of Construction	Number of Main Buildings	Number of Additions	Total Number of Classrooms	Square Footage
1850-1899	89	12	747	1,526,180
1900-1929	968	249	11,652	26,994,469
1930-1934	115	81	1,612	4,023,814
1935-1939	205	171	2,784	7,553,887
1940-1944	73	77	747	2,045,307
1945-1949	165	171	2,249	5,579,721
1950-1954	515	641	8,763	21,701,493
1955-1959	700	943	15,117	36,376,255
1960-1964	376	952	11,577	27,366,827
1965-1969	371	1,000	13,500	32,069,295
1970-1974	254	727	9,601	23,093,564
1975-1979	187	482	7,164	19,579,322
1980-	62	167	2,049	5,156,858
Totals	4,080	5,673	87,562	213,066,992

**Data do not include the City of Chicago District 299.*

Public School Buildings Razed, Sold, Closed or Rented Out*

	1975-76	1982-83
Total Razed	12	11
Total Sold	27	57
Total Closed	43	127
Total Rented Out	14	108

**Data do not include the City of Chicago District 299.*

Illinois Public School Enrollment*
Comparison: 1971-1972 with 1982-83

	1971-1972	1982-1983
Elementary (K-8)	1,678,517	1,274,546
Secondary (9-12)	695,142	588,912
Total (K-12) and Special Education	2,373,659	1,863,458

*Source: *Annual Fall Pupil Enrollment and Teacher Statistics of Illinois Schools. Excludes regular Pre-K, Pre-K bilingual, and post-graduates.*

Public Enrollment
Comparison: 1973-1974 with 1982-1983

Grade Level	1973-1974 Enrollment	1982-1983 Enrollment	Percent Change
Pre-K	8,756	11,588	+32.3
Pre-K Bilingual	—	724	—
Pre-K Spec. Ed.	—	7,371	—
Kindergarten	161,101	134,864	-16.3
1st Grade	156,105	137,108	-12.2
2nd Grade	156,128	127,231	-18.5
3rd Grade	168,591	125,828	-25.4
4th Grade	173,078	127,614	-26.3
5th Grade	175,657	131,987	-24.9
6th Grade	178,039	141,447	-20.6
7th Grade	183,142	144,839	-20.9
8th Grade	180,428	137,572	-23.8
Ungraded Elementary	24,290	12,332	-49.2
Elem. Spec. Ed.	43,927	46,353	+5.5
Elem. Total	1,609,242	1,286,858	-20.0
9th Grade	194,837	146,785	-24.7
10th Grade	185,395	144,527	-22.0
11th Grade	169,156	135,624	-19.8
12th Grade	143,400	129,928	-9.4
Ungraded Secondary	2,250	2,672	+18.8
Sec. Spec. Ed.	16,273	29,376	+80.5
Post Grad.	119	4,519	+3,697.5
Secondary Total	711,430	593,431	-16.6
TOTAL	2,320,672	1,880,289	-19.0

Percentage Change in Public School Enrollment from Fall 1971 to Fall 1982 by County

■ = Counties with Increase

▩ = Counties with Small Decrease (0-10%)

□ = Counties with Moderate Decrease (-10 to -20%)

□ = Counties with Sharp Decrease (greater than -20%)

Public School Enrollment by Racial/Ethnic Distribution

	1973-1974		1982-1983	
	Number of Students	Percent	Number of Students	Percent
White Non-Hispanic	1,783,406	76.8	1,306,905	69.5
Black Non-Hispanic	431,054	18.6	403,432	21.5
American Indian or Alaskan Native	2,990	.1	2,195	.1
Asian or Pacific Islander	10,753	.5	36,016	1.9
Hispanic	92,469	4.0	131,741	7.0
Total	2,320,672		1,880,289	
Total Percent of Minority Students		23.2		30.5

Nonpublic Enrollment by Affiliation 1982-83

Affiliation	Enrollment	Percent
Roman Catholic	274,517	77.68%
Lutheran	27,968	7.91%
Independent—Regular	16,427	4.65%
Other Religious Affiliation	7,452	2.11%
Christian Schools International	5,179	1.47%
Independent—Special Education	4,525	1.38%
Montessori	4,382	1.24%
Baptist	4,023	1.14%
Illinois Association of Christian Schools	2,812	.80%
Jewish	2,629	.74%
Seventh-Day Adventist	1,709	.48%
Greek Orthodox	890	.25%
Protestant Episcopal	192	.05%
Amish	154	.04%
Methodist	150	.04%
Mennonite	139	.04%
Other Than Listed	119	.03%
Parent Operated	116	.03%
Presbyterian	24	.01%
Islamic/Moslem	5	.01%
Total Nonpublic Enrollment	353,412	100.00%

Note: Nonpublic schools report data on a voluntary basis.

Nonpublic Enrollment[1] Comparison: 1973-1974 with 1982-1983

Grade Level	1973-1974 Enrollment	1982-1983 Enrollment	Percent Change from 1973-74 to 1982-1983
Pre-K	5,150	13,166	+155.7
Pre-K Spec. Ed.	*	538	-
Kindergarten	11,334	22,912	+102.2
1st Grade	26,296	28,509	+8.4
2nd Grade	27,396	27,463	+.2
3rd Grade	29,489	26,631	-9.7
4th Grade	32,102	26,219	-18.3
5th Grade	33,316	27,103	-18.7
6th Grade	34,582	28,679	-17.1
7th Grade	36,203	28,906	-20.2
8th Grade	36,102	27,107	-24.9
Ungraded Elem.	17,786	2,880	-83.8
Elem. (K-8) Spec. Ed.	2,627	3,033	+15.5
9th Grade	26,491	22,748	-14.1
10th Grade	24,605	21,471	-12.7
11th Grade	23,246	20,287	-12.7
12th Grade	21,120	19,742	-6.5
Ungraded Secondary	604	2,505	+314.7
Sec. (9-12) Spec. Ed.	815	2,288	+180.7
Total	389,264	353,412**	-9.2

**Data unavailable*

***Some nonpublic schools reported total enrollment only, which is included in the "Total."*

[1] *Nonpublic schools report data on a voluntary basis. Voluntary registration of nonpublic elementary and secondary schools on an annual basis went into effect July 1, 1977.*

Absence Rates by Type of District

District	Median Rates		
	1973-1974	1981-1982	1982-1983
Elementary (K-8)	5.37%	4.55%	4.45%
Unit (K-12)	5.56%	4.93%	4.82%
High School (9-12)	6.62%	6.33%	6.14%
All Districts	5.56%	4.85%	4.74%

Dropout Data by Grade Level

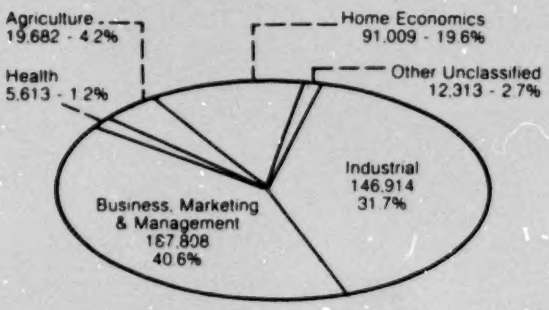
Level	Number of Students 1973-1974	1982-1983
9	6,804	4,624
10	14,042	7,103
11	15,379	8,142
12	9,471	6,154
Sec. Spec. Ed.	660	1,739
Sec. Non-Graded	46	187
Total	46,402	27,949
Statewide Mean Percent	6.55%	4.77%

Bilingual Education FY 83

	Number of Illinois students whose home background included a language other than English (source: Public School Bilingual Census)	Number of students whose English proficiency is below average for their age or grade	Number of limited-English proficient students enrolled in state-approved transitional bilingual education programs	
			Chicago	Downstate
Spanish	97,263	38,454	28,576	7,225
Greek	5,716	904	327	0
Italian	4,992	805	87	0
Korean	4,547	1,180	424	64
Pilipino (Tagalog)	4,086	525	42	21
Polish	3,107	651	273	0
German	3,061	246	0	7
Arabic	2,795	976	435	10
Vietnamese	2,510	1,36[illegible]	549	67
Hindi	2,422	32[illegible]	38	9
Cantonese	2,321	61[illegible]	331	3
Lao	1,788	1,33[illegible]	276	794
Serbian/Croatian	1,699	266	25	0
Japanese	1,402	369	0	95
Assyrian	1,368	745	669	0
Cambodian (Khmer)	1,007	824	480	71
Russian	845	255	199	0
Hmong	575	439	74	306
Other Languages	12,485	2,710	146	163
Total	154,389	52,995	33,251	8,835

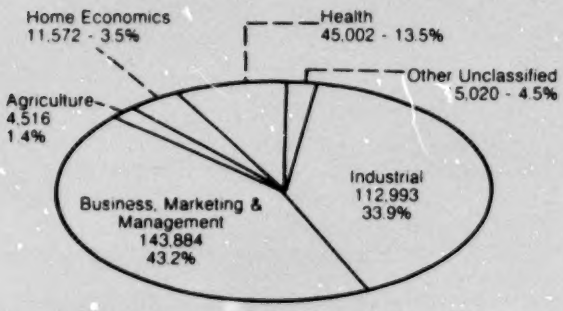
Vocational Education Enrollments

Secondary



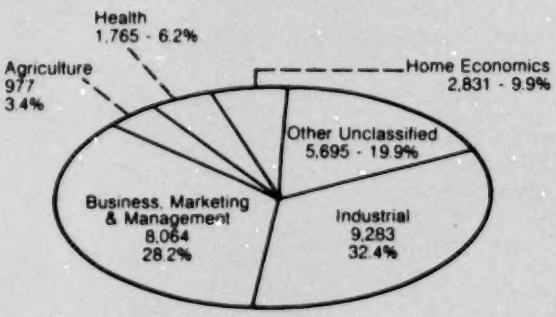
TOTAL: 463,339 — 56.2%

Postsecondary/Adults



TOTAL: 332,987 — 40.3%

Adults in Secondary Programs



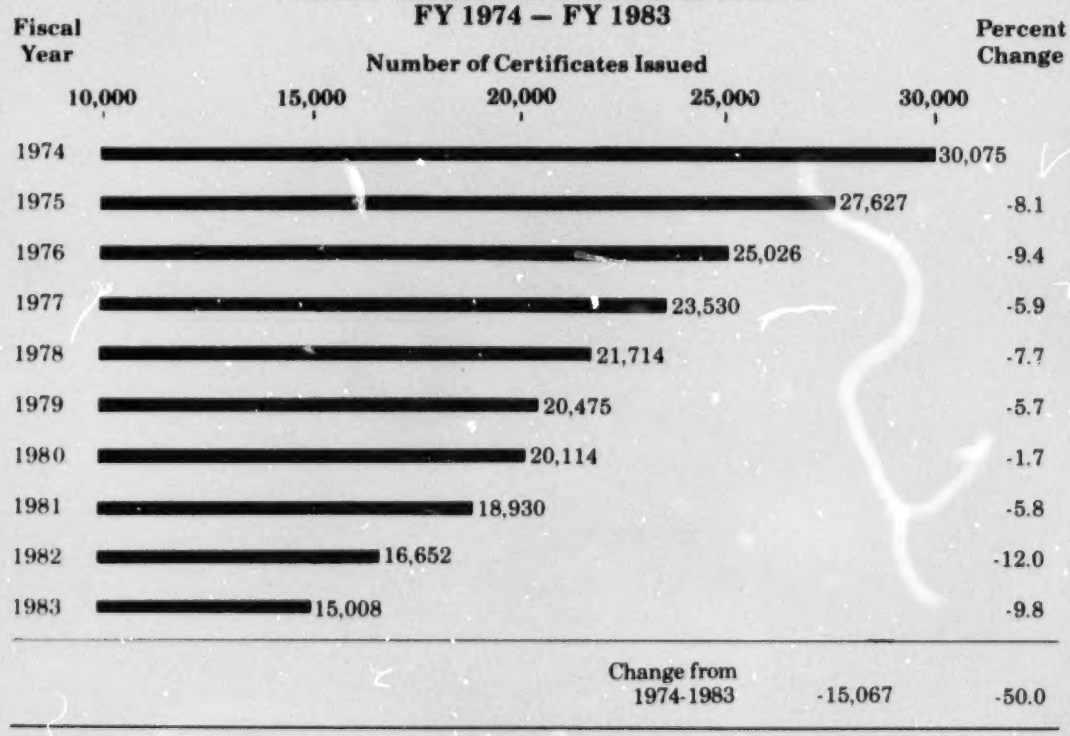
TOTAL: 28,615 — 3.5%

Illinois Public School Staff
1972-1973 and 1982-1983

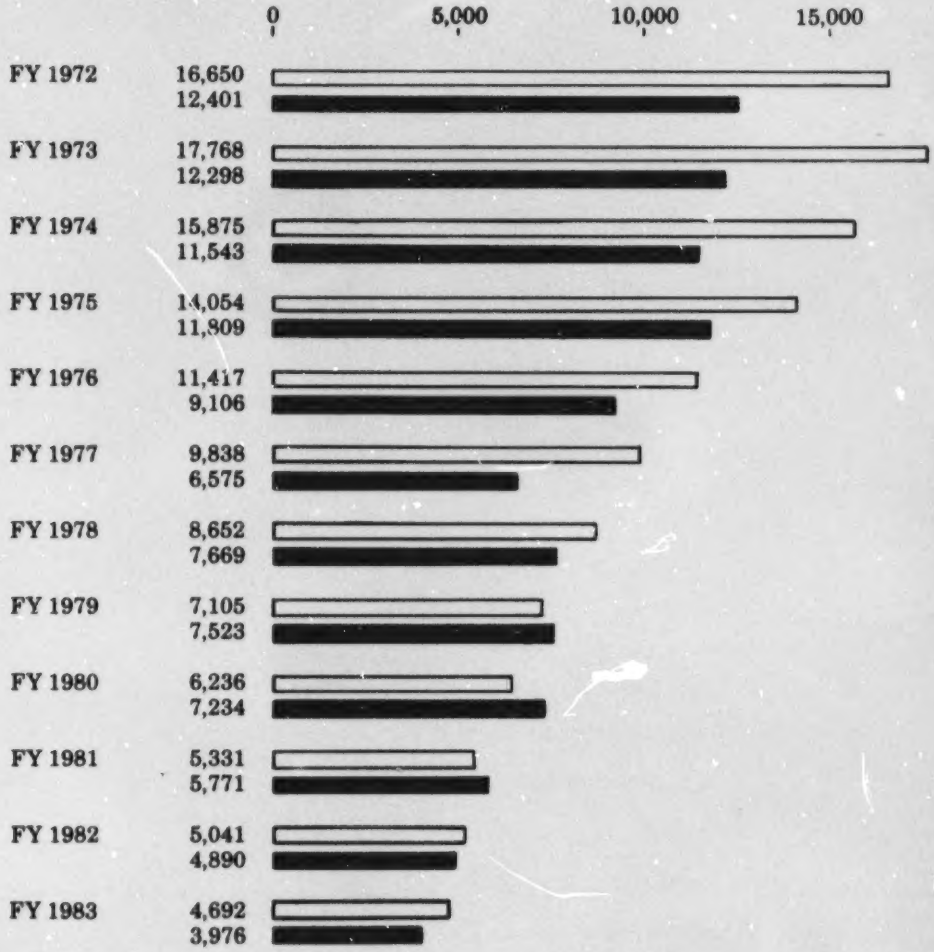
Staff	Full-Time Equivalent 1972-1973	1982-1983
Pre-Kindergarten Teachers	220.7	262.1
Kindergarten Teachers	3,572.1	2,949.9
Elementary Teachers (1-8)	64,575.0	54,720.1
Secondary Teachers (9-12)	33,596.3	30,831.1
Special Education Teachers	7,878.4	15,429.0
Certificated Administrative*	1,887.6	1,875.0
Principals/Asst. Principals	5,062.0	4,241.1
Other Certificated**	9,735.6	10,974.3
Total Certificated	126,527.7	121,282.6
Non-Certificated	64,044.8	60,191.7
Total Staff	190,572.5	181,474.3

**Includes district and assistant superintendents, administrative assistants, and business managers.*
***Includes pupil personnel services staff, deans, supervisors, instructional specialists, librarians and other teachers (radio, TV, homebound).*

Teacher Certification Trends in Illinois
FY 1974 — FY 1983



Teacher Supply and Demand in Illinois for Elementary and Secondary Teachers



□ *Supply:* *New graduates prepared by Illinois colleges and universities.*

■ *Demand:* *Estimated incoming teachers in Illinois public schools. (All demand data are estimated. Figures reported represent full-time elementary and secondary teachers.)*

Illinois State Board of Education

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Walter W. Naumer, Jr., Chairman
Illinois State Board of Education

Donald G. Gill
State Superintendent of Education

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